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ABSTRACT

The extent to which there may be financial barriers to postsecondary attendance in Georgia was assessed. Attention was limited to in-state undergraduate students who applied for aid during the 1979-80 academic year on the basis of need and who received some form of aid. The findings are based on a sample of over 4,600 randomly selected student financial aid records (10 percent) from 129 institutions. Unmet financial need was calculated using the College Scholarship Service's uniform methodology. On the average, the financial aid available was inadequate to cover the estimated expenses of the students, with an average unmet need of $406 per student. The total array of financial aid programs was also found to be highly vulnerable to changes in federal financial aid policies in that 73 percent of all financial aid received by students in the sample was from federal sources. There appeared to be a maldistribution of student financial aid: aid was not, in many cases, going to the most needy. With one minor exception, recipients in every type of institution had unmet need. However, the level of unmet need was much greater in some sectors than in others. Furthermore, recipients with student/family incomes over $18,000 had, on the average, overmet need while recipients from lower income families had unmet financial need. In addition, blacks had noticeably higher unmet need than did whites, and part-time recipients had much higher unmet need than did full-time recipients. Recipients over 24 years old and women had higher unmet need than did younger and male recipients, respectively. A sample questionnaire is appended. (Author/SW)

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STATEWIDE ASSESSMENT OF UNMET STUDENT FINANCIAL NEED

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SUMMARY

In 1980 Georgia's postsecondary education planning commission (The Governor's Committee on Postsecondary Education) committed itself to 8 goals on behalf of the state's public, private, and proprietary colleges, universities, and vocational-technical schools. The "equal opportunity" goal was one of four assessed in 1981 through a pre-defined set of achievement objectives and achievement indicators. One indicator concerned the existence of financial barriers to participation in postsecondary education.

To determine whether or to what degree financial barriers to postsecondary attendance exist in Georgia, a large-scale study of financial aid recipients was conducted. Attention was limited to in-state undergraduate students who applied for aid during the 1979-80 academic year on the basis of need and received some form of aid. The findings were based on a sample of over 4,600 randomly selected student financial aid records (10%) from 129 institutions. Unmet financial need was calculated using the College Scholarship Service's "uniform methodology."

On the average, the financial aid available was inadequate to cover the estimated expenses of the students. The average amount of aid received was $1,910 and the average expected student/family contribution was $1,369. The average estimated expenses were $3,688, and thus an average unmet need of $406 characterized the students in the sample. Furthermore, the total array of financial aid programs was found to be highly vulnerable to changes in federal financial aid policies in that 73% of all financial aid received by students in the sample was from federal sources.

There also appeared to be a maldistribution of student financial aid: aid was not, in many cases, going to the most needy. With one minor exception, recipients in every type of institution had unmet need. However, the level of unmet need

was much greater in some sectors than in others. Furthermore, recipients with student/family incomes over $18,000 had, on the average, overmet need while recipients from lower income families had unmet financial need. In addition, recipients not financially dependent upon their parents had much higher unmet need than dependent recipients. Blacks had noticeably higher unmet need than did Whites. Part-time recipients had much higher unmet need than full-time recipients. Finally, recipients over 24 years old and women had higher unmet need than younger and male recipients respectively.

This statewide assessment of unmet student financial need provided policy-makers with information directly relevant to the question of the degree to which financial barriers to post-secondary attendance are being diminished for different categories of students attending different types of post-secondary institutions. Thus, a traditional research design contributed in a significant way to a comprehensive assessment of postsecondary education achievements in Georgia.

BACKGROUND

The 1978-79 Governor's Committee on Postsecondary Education, after a year-long study, identified ten major issues affecting the Georgia postsecondary education community. The need for statewide postsecondary education goals was seen as a key issue. In its final report, Postsecondary Issues: Action Agenda for the Eighties, the Committee recommended that the development of such goals should be the first step in addressing other postsecondary issues and problems.

In August 1979, the Governor appointed a new Governor's Committee on Postsecondary Education and charged it with the task of developing "a set of statewide postsecondary education goals which respond to the needs of the people of our state." He stated that the goals must be tied to indicators which measure progress toward achievement

of the goals, and that he wanted the Committee to initiate an assessment process which would determine where the state is in relation to such goals as well as "what steps need to be taken to close the gaps between where we are and where we need to be."

From August 1979 to June 1980, the Committee developed, with the input and assistance of numerous educators and other citizens, a set of statewide goals, objectives, and achievement indicators. These are reported in its June 1980 report, Georgia Postsecondary Education in the Eighties: Goals and Objectives. In his introductory letter to that report, Governor Busbee described the next phase of the Committee's work: "...determining where our state stands in relation to these goals and what steps should be taken to assist postsecondary education in providing Georgians with quality, cost-effective instructional, research, and service programs that respond to citizens' needs."

During 1980-81, the Committee chose to concentrate on those goals that dealt with the opportunities for postsecondary education in Georgia. This first set of goals included the equal opportunity goal -- equitable opportunity for individuals to participate in postsecondary education, consistent with their abilities and needs, without regard to race, sex, age, religion, ethnic origin, economic status, or handicap. The specific objective under this goal that was assessed during 1980-81 was that Georgia have programs that enable and encourage participation in post-secondary education. Among the five pre-defined indicators chosen to guide the assessment of this objective was the extent to which current financial assistance programs are meeting student financial need.

CONCEPTUAL FRAMEWORK

The concept of equal opportunity does not accept economic status as a barrier to participation in postsecondary education for those whose abilities and needs

fit appropriate qualifications and requirements for entrance into postsecondary education institutions and programs. Thus, any systematic effort to achieve the equal opportunity goal must embrace, in some form, the objective of providing financial aid programs to enable the participation of individuals qualified to attend but not financially able to attend postsecondary education institutions. The degree to which unmet financial need exists among financial aid recipients measures, fairly directly, the extent to which the objective is being met.

METHODS

In order to carry out the assessment of this indicator, the Committee authorized a survey research study of records of 1979-80 Georgia financial aid recipients who filed a College Scholarship Service "Financial Aid Form" or who applied for the federal basic grant (BEOG) program. There was considerable outside interest in the proposed study. Representatives of the Georgia Association of Student Financial Aid Administrators, the University System of Georgia Central Office staff, the College Board, and the Georgia Student-Finance Commission participated in the design of the study. In addition, the Georgia Association of Student Financial Aid Administrators, the Office of Vocational Education of the State Department of Education, and the Georgia Private School Association all attached supporting letters to the survey instructions. Similarly, a supporting letter was sent from the Central Office, under separate cover, to all University System institutions. Finally, the Governor's Office of Planning and Budget showed a keen interest in this study.

The survey instrument was designed in cooperation with the advisory group.* The information requested was about individual undergraduate financial aid recipients

*The survey materials are attached as Appendix A.

who filed applications for aid on the basis of need for the 1979-80 academic year. The following identification and demographic information was requested: social security number, sex, year of birth, race, income level, financial status (dependent/independent), and attendance status (full-time/part-time). In addition, information about the types and amounts of aid received was requested. Fourteen possible categories of financial assistance were provided on the survey form. Financial aid to postsecondary students from the Veterans' Administration, Social Security Administration, and Comprehensive Employment and Training Act (CETA) programs could not be requested from the institutions (although, with the exception of CETA, they were factored into the unmet need analysis).

On October 31, 1980, the survey instrument was sent out to financial aid administrators in the state's postsecondary institutions which participated in the federal basic grant (BEOG) program or who were getting financial need analyses on their students from the College Scholarship Service during 1979-80. This group of 129 institutions was selected as the focus for the study because it was believed, after consultation with the practitioners in the field, that only these institutions would have the necessary comparable student financial need information on file. Each of the 129 institutions was instructed how to select a 10% random sample of its undergraduate financial aid recipients who had filed either College Scholarship or BEOG financial aid application forms for the 1979-80 academic year. The resulting random sample was to represent approximately 10% of the State's undergraduate financial aid recipients. By December 15, 1980, the last of the usable responses was received.

Of the 129 institutions requested to provide information, 117 did so. This constituted a return rate of 91%. A total of 4,656 forms were usable. Thus it can be estimated that there were about 47,000 undergraduate financial aid recipients in the 117 responding institutions during the 1979-80 academic year. This number represented roughly 20% of the 1979-80 headcount enrollment in the 117 institutions. Table 1 provides a summary of the return rates.

Table 1

Number and Percent of Georgia Postsecondary Education Institutions Surveyed and Responding to Governor's Committee on Postsecondary Education Financial Aid Survey, by Sector

Institutional Sector	Institutions			Aid Recipients
	No. Surveyed	No. Responding	Percent Responding	No. in Sample
Public Colleges or Universities	34	34	100%	2,830
Private Colleges or Universities	33	32	97	1,009
Public Area Vocational-Technical Schools	26	24	92	523
Private Certificate or Diploma Institutions	14	7	50	21
Proprietary Degree Granting Insti.	9	8	89	146
Proprietary Certificate or Diploma Institutions	13	12	92	127
TOTALS	129	117	91	4,656

Note: Percentages are rounded to the nearest percent.

For purposes of this assessment the Committee adopted College Scholarship formulae for determining financial need as described by the Georgia Student Finance Commission in its 1980 publication Student Financial Aid: You Need to Know. Unmet financial need is determined by interrelating three factors -- expenses, expected family contribution, and total amount of aid received.

An amount is determined for each recipient that represents total estimated expenses. Included in this computation are tuition and fees, books and supplies, housing, meals, transportation, and personal expenses such as clothes, laundry, recreation, medicine. Given this list of expenses included, amounts will vary among types of students, but be quite similar within the same institution and similar, to a lesser extent, within the same sector of institutions.

Expected family contribution is an amount determined for each recipient that represents the amount the student and his or her family are expected to pay toward the total estimated expenses. The expected family contribution amount is computed based on family income and assets, with allowances made for a standard cost of living, future retirement needs, and for future indebtedness. Only a portion of students' own assets and summer earnings are considered available for educational expenses. Any amounts received from the Social Security Administration or the Veterans Administration for educational benefits are included in the expected family contribution computation. The most common factors which affect expected family contribution are the number of family members, outstanding debts (excluding consumer debts which reflect family choice), age of the parents, number of working parents, and the number of children in postsecondary institutions. The system which computes this amount deals first with the objective facts of the family's financial circumstances, treating all families equally, and then recognizes exceptional circumstances.

The amount of unmet financial need is determined by subtracting the sum of the expected family contribution and amount of aid received from the estimated expenses amount. If the estimated expenses amount is greater than the sum of the expected family contribution and the amount of aid received, then a recipient has an unmet financial need in the amount of the difference. If the estimated expenses amount is less than the sum of the expected family contribution and amount of aid received, then a student is receiving more aid than needed to cover estimated expenses. If the estimated expenses amount is equal to the sum of the expected family contribution and amount of aid received, then a recipient's financial need has been met.

The explanations of the unmet need results presented below are explorations of all available descriptive data which try to explain the relative differences in unmet need. However, as noted in the limitations section, no data on financial need of students not receiving aid are contained in this report.

LIMITATIONS

Several limitations must be mentioned. First, not all institutions were included in the study. As was reported in Assessment Report on Objectives 2a/2c, there are 340 postsecondary education institutions in the state. However, since the headcount enrollment in the 117 institutions responding was 95% of the total headcount enrollment in the state for 1979-80, it is reasonable to assume that a 10% random sample of undergraduate financial aid recipients in the 117 responding institutions was probably representative of the population of all undergraduate financial aid recipients in the State who applied for aid on the basis of need.

Another limitation is that the study only addresses financial assistance as it applies to undergraduate students in Georgia.

A final limitation of this study is that it addresses the central question of unmet financial need only for students already receiving financial assistance in institutions that use the College Scholarship Service or BEOG financial needs analysis forms. The unmet financial need among students not already receiving financial assistance is not addressed in this report. Finally, the study does not say anything about the number of prospective students who do not attend post-secondary institutions because they believe they cannot afford it.

Financial assistance received by students from CETA programs were not factored into the unmet need analysis.

FINDINGS

As preliminary analysis the Committee looked at the demographic profiles of the financial aid recipients by institutional sectors. That is, the distribution of recipients among sectors and regions was compared to enrollment and population distributions and, for each sector and level, the financial aid recipient proportion was, where possible, compared to enrollment proportions for the characteristics of race, sex, income level, attendance status (full-time/part-time), financial status (dependent/independent), and age.*

Table 2 reveals that, on the average, each recipients' estimated costs were $3,686. Average expected family contributions and aid received were not adequate to meet the educational costs. An average of $406 in unmet need characterized the recipients in the study.

Table 3 reveals that average expenses ranged from $6,287 in proprietary colleges to $2,546 in public vocational institutions; average expected family contributions ranged from $2,055 in proprietary colleges to $365 in public vocational institutions;

*Appendix B contains sample tables from these analyses.

Table 2

Average Expenses, Average Expected Family Contribution, Average Awards and Average Unmet Need in Georgia 1979-80

	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
All Recipients	$3,686	$1,369	$1,910	$406	4,016

Note: Amounts are rounded to the nearest dollar.

and average unmet need ranged from $2,140 in proprietary colleges to $300 in public colleges or universities. Recipients in one sector, private certificate or diploma institutions, received, on the average, $29 more than needed to cover estimated educational costs.

The high levels of unmet need in the two proprietary sectors appear to be largely due to the high estimated expenses of the recipients at these institutions, since the average amounts per recipient were the second and third highest ranking amounts. The Committee's Assessment Report on Objective 2b showed tuition costs at private colleges or universities and proprietary degree granting institutions to be fairly close ($179 difference). Thus, the large estimated expenses differences must come from living expenses differences. These living expenses differences are due to differing characteristics of proprietary and private college recipients such as age and financial status. The high unmet need in the public vocational-technical sector appear to be largely due to the low average amounts per recipient.

Table 3

Average Expenses, Average Expected Family Contribution, Average Award, and Average Unmet Need in Georgia 1979-80: Sectoral Comparisons

Sector		Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
Public Colleges or Universities	Junior	$3,328	$1,493	$1,436	$ 399	688
	Senior	3,114	1,071	1,659	384	1,171
	Doctoral	3,607	1,888	1,694	25	614
	Sect. Tot.	3,296	1,391	1,605	300	2,473
Public Area Vocational-Technical Schools		2,546	365	1,073	1,108	265
Private Colleges or Universities	Junior	3,857	1,695	2,233	-71	245
	Senior	4,337	1,303	2,900	134	618
	Doctoral	6,174	2,176	3,640	358	137
	Sect. Tot.	4,471	1,519	2,838	114	1,000
Private Certificate or Diploma		3,521	1,859	1,691	-29	19
Proprietary Colleges		6,287	2,055	2,092	2,140	135
Proprietary Certificate or Diploma		4,737	1,055	2,131	1,551	124

Note: Amounts are rounded to the nearest dollar.

The low levels of unmet need in the private certificate or diploma sector appear to be largely due to the high average amount per recipient.

There was less sub-state region variation in average expenses amounts, as shown in Table 4, than was the case when sectors were compared above. The highest average expenses were found in the Atlanta area with $4,191. The lowest was found in the Albany area with $3,080. Average expected family contributions ranged from $1,705 in the Atlanta area to $793 in the Albany area. Average unmet need ranged from $884 in the Columbus area to $108 in the Macon area.

Table 4

Average Expenses, Average Expected Family Contribution, Average Amount Per Recipient, and Average Unmet Need in Georgia 1979-80: Sub-State Region Comparisons

Sub-State Region	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
Athens Region	$3,521	$1,400	$1,889	$232	460
Rome Region	3,603	1,385	2,093	125	300
Atlanta Region	4,191	1,705	2,058	428	1,258
Columbus Region	4,136	1,481	1,771	884	187
Albany Region	3,080	793	1,732	555	440
Savannah Region	3,327	1,125	1,517	688	670
Augusta Region	3,805	1,407	2,263	135	191
Macon Region	3,419	1,266	2,045	108	510

Note: Amounts are rounded to the nearest dollar.

The high level of unmet need in the Columbus area appears to be a result of relatively high average expenses and among the lowest average amounts per recipient.

Table 5 reveals that average expenses for the various age categories ranged from $5,558 for the 31 to 45 category to $1,931 for the 62 and over group; average expected family contributions were $3,142 for 46 to 61 year olds and $94 for those over 62; unmet need ranged from $1,163 for 31 to 45 year olds and was $265 for 18 to 22 year olds. The high unmet need for 31 to 45 year olds appears to be a function of the facts that their average expenses were the highest and the average amounts received were the lowest of any age group.

Table 5

Average Expenses, Average Expected Family Contribution, Average Amount Per Recipient, and Average Unmet Need in Georgia 1979-80: Age Comparisons

Age Group	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
17 and under	0	0	0	0	0
18-22	$3,346	$1,075	$2,006	$ 265	$ 2,362
23-30	3,889	1,565	1,789	535	1,284
31-45	5,558	2,821	1,574	1,163	268
46-61	5,290	3,142	1,633	515	26
62 and over	1,931	94	3,732*	-1,895	3
Unknown	3,696	1,546	2,214	-64	73

Note: Amounts rounded to the nearest dollar.

*These entries are believed to be incorrectly reported. In certain cases the amount reported exceeds the maximum allowable award. In other cases the amounts were reported in categories which should not have had amounts reported.

Average expenses, expected family contribution, amount of aid, and unmet need for the various racial groups is presented in Table 6. Average expenses for Asians were highest with $4,486, while for Blacks they were the lowest with $3,499. Whites and Hispanics had the highest average expected family contributions with $1,836 and $1,948 respectively, while Blacks had the lowest with $916. Average unmet need ranged from $762 for American Indians to $57 for Hispanics.

The high level of average unmet need for American Indians appears to be largely a result of the fact that expected family contribution and average amounts received were low. In contrast, the next two highest levels of unmet need, for Asians and Blacks respectively, appear to be due to low average amounts in relation to the difference between expenses and expected family contribution amounts.

Table 6

Average Expenses, Average Expected Family Contribution, Average Amount Per Recipient, and Average Unmet Need in Georgia 1979-80: Race Comparisons

Race	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
White, Non-Hispanic	$3,866	$1,836	$1,857	$173	1,879
Black, Non-Hispanic	3,499	916	2,010	573	1,821
Hispanic	4,260	1,948	2,255	57	25
Asian or Pacific Islander	4,486	1,601	2,160	725	26
American Indian, Alaskan Native	3,596	983	1,851	762	12
Unknown	3,554	1,104	1,532	918	253

Note: Amounts are rounded to the nearest dollar.

Table 7 shows that the highest average expenses amount for any income category -- $5,380 -- was found for the $36,000 and over category while the lowest -- $3,394 -- was found for the $12,000 to $17,999 category. Average expected family contributions were found, as would be expected, to be highest for recipients from high income families and lowest for those from low income families -- ranging from $6,494 to $924. Similarly, average unmet need was highest -- $882 -- for recipients from families in the lowest income category. For the three lowest income level categories unmet need decreased with income level. For recipients in the four highest income levels, amounts greater than needed to cover educational costs were received -- from $161 to $3,568 more.

Table 7

Average Expenses, Average Expected Family Contribution, Average Amount Per Recipient, and Average Unmet Need in Georgia 1979-80: Income Level Comparisons

Income Level	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
$0-5,999	$3,726	$ 924	$1,920	$882	1,418
6,000-11,999	3,785	1,347	1,977	461	1,079
12,000-17,999	3,394	1,281	1,924	189	723
18,000-23,999	3,646	2,048	1,759	-161	447
24,000-29,999	3,558	2,484	1,743	-669	191
30,000-35,999	4,146	2,926	1,548	-328	64
36,000 +	5,380	6,494	2,454	-3,568	22
Unknown	3,975	1,294	2,104	1,455	72

Note: Amounts are rounded to the nearest dollar.

The high level of unmet need for recipients in the lowest income level was largely due to the low average amount received in relation to the difference between the average expenses amount and average expected family contribution amount.

The high amount over need received by recipients in the higher income categories is a result of the high average amount received (the highest) when the average expected family contribution was already higher than the average expenses amount.

Independent recipients had average expenses of $1,603 higher than those of dependent students as shown in Table 8. Their average expected family contributions were also higher -- $1,219 higher. However, they received, on the average $218 less in aid. As a result, their average unmet need was $602 higher than that of dependent students.

Table 8

Average Expenses, Average Expected Family Contribution, Average Amount Per Recipient, and Average Unmet Need in Georgia 1979-80: Financial Status Comparisons

Financial Status	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
Dependent	$3,263	$1,044	$1,964	$255	2,923
Independent	4,866	2,263	1,746	857	1,036
Unknown	3,898	1,826	2,097	-25	57

Note: Amounts are rounded to the nearest dollar.

Table 9 shows that women, on the average, had school costs $232 higher than those of men. However, average expected family contributions were $1 higher for men. Women, on the average, received $76 more than men and had an unmet need $155 more than that of men.

Part-time students had average expenses $158 higher than that for full-time students, as shown in Table 10. On the average, part-time recipients were expected to pay $832 more toward school budget costs than full-timers. Full-time students, however, received on the average, $895 more than part-time recipients. The result was that part-time recipients had an unmet need average $221 greater than full-time student recipients.

CONCLUSION: EQUITY AND UNMET NEED

Statewide Overview

There were about 47,000 undergraduate financial aid recipients who filed financial aid applications on the basis of need in the 1979-80 academic year in the 117 responding institutions. This number of recipients represented about 20% of the 1979-80 undergraduate headcount enrollment in these institutions. These 47,000 or so students received about $83 million in financial aid during 1979-80.* The estimated expenses of these students were about $159 million of which students and their families were expected to pay about $59 million. When expected contribution and aid received are compared to total estimated costs, an unmet need of about $17 million was found in the 117 responding institutions. Thus, it appears that either the levels of financial assistance available to recipients who filed applications on the basis of need for 1979-80 were inadequate to meet the expenses of such recipients, or such recipients were not taking full advantage of the range of aid programs and levels of assistance available.

*Excluding aid received through the Veterans Administration, Social Security Administration, and CETA.

Table 9

Average Expenses, Average Expected Family Contribution, Average Amount Per Recipient and Average Unmet Need in Georgia 1979-80: Sex Comparisons

Gender	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
Female	$3,776	$1,364	$1,939	$ 473	2,451
Male	3,544	1,363	1,863	318	1,553
Unknown	3,529	3,225	2,282	-1,978	12

Note: Amounts are rounded to the nearest dollar.

Table 10

Average Expenses, Average Expected Family Contribution, Average Amount Per Recipient and Average Unmet Need in Georgia 1979-80: Attendance Status Comparison

Attendance Status	Average Expenses	Average Expected Family Contribution	Average Dollar Amount Per Recipient	Average Unmet Need	No. of Recipients
Full-time	$3,677	$1,309	$1,959	$409	3,723
Part-time	3,835	2,141	1,064	630	199
Unknown	3,704	2,120	1,769	-185	94

Note: Amounts are rounded to the nearest dollar.

Furthermore, 73% of all aid was from federal sources.* Thus, it appears that financial aid programs in Georgia are highly vulnerable to changes in federal financial aid policies.**

Sectoral Comparisons

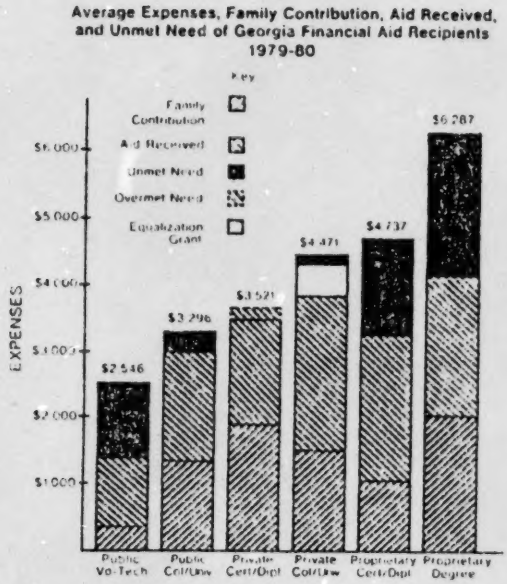
Two sectors, the public colleges or universities and the private colleges or universities, were found to have recipient and aid shares considerably higher than their enrollment shares. In contrast, the public vocational-technical schools had recipient and aid shares much lower than their enrollment share. The findings also revealed that the public, and even more so the private, collegiate sectors somehow encouraged higher participation rates in the available financial assistance programs whereas the public vocational-technical schools did not. Clearly the relative educational costs in the three sectors had something to do with these differences in participation rates, since average costs at the private collegiate institutions were much higher than at the public collegiate institutions which were higher than those at the public vocational institutions. In addition, recipients at private collegiate institutions have a major state aid program available to them (GTEG) which is not available to public institution recipients.

Among the three sectors just discussed, unmet financial need was most nearly met in private colleges or universities (when T.E.G. amounts are counted), less well met in public colleges or universities, and much less well met in public vocational-technical schools. Many vocational-technical students receive CETA training funds which probably affects this high unmet need. However, the federal government is seriously considering phasing out portions of CETA. Of the remaining sectors, one -- private certificate or diploma institutions -- received aid exceeding financial need to meet educational costs while proprietary institutions had the highest levels of unmet need of any sectors.

*Excluding aid received through the Veterans Administration, Social Security Administration, and CETA.

**No comparisons with other states was possible. The conclusion does not imply that Georgia is more vulnerable than others.

Figure 1



The high levels of unmet need in the proprietary sectors appeared to be largely due to the high expenses of recipients at these institutions. In contrast, the high unmet need at public vocational-technical institutions appeared to be due to the low average amounts of aid per recipient and relatively low numbers of programs in which they participated.

Thus, it appears that while unmet need existed in virtually every sector it was most severe in proprietary institutions (where it was largely attributable to high expenses) and in public vocational-technical schools (where it appeared to be due to low participation rates in financial aid programs, low expected family contributions, and low awards). The use of a wider variety of available aid programs or the extension of eligibility for available aid programs to public vocational-technical and proprietary school students could help remove the very high levels of unmet need, and thus barriers to attendance, in these sectors.

Sub-State Region Comparisons

Two sub-state regions had recipient and aid shares noticeably different from their enrollment shares -- Atlanta's noticeably lower, Savannah's noticeably higher. Apparently, Savannah area responding institutions somehow encouraged higher participation rates while Atlanta area responding institutions did the reverse. Some of the explanation for these differences was found in the unmet need analysis. Unmet need was second highest in the Savannah area and relatively low in the Atlanta area. Thus Savannah area recipients apparently had more need and thus more incentive to participate in aid programs than Atlanta area recipients. However, the sub-state region with by far the highest unmet need -- the Columbus area -- did not show as marked differences between recipient, aid, and enrollment shares. The high level of unmet need in the Columbus area appeared to be largely a result of relatively high average estimated educational costs coupled with among the lowest average expected family contribution amounts, and average amounts per recipient.

Thus, it appears that unmet need existed in all sub-state regions, though to a much greater degree in some as compared to others. The amount of financial aid provided Atlanta area recipients could be increased to better meet financial needs. The extent of aid provided Savannah area recipients appeared warranted and could be increased in number of programs and amounts to better meet needs. The use of a wider variety of available aid programs or the promotion of institutional grants/scholarships, loans, and work-study programs for Columbus and Albany area recipients would help alleviate the high levels of unmet need characteristic of these sub-state regions.

Student Trait Comparisons

Two age categories were found to have recipient and aid shares out of line with their enrollment shares -- 18 to 22 year olds over their enrollment share and 31-45 year olds under their enrollment share. Apparently, traditional college

age recipients were served more extensively than students clearly beyond the traditional college going years. These differences might have been expected on the assumption that financial need is greater for the younger students. However, the findings did not bear out this assumption. On the contrary, unmet need for 31 to 45 year old recipients was the highest whereas for 18 to 22 year olds it was the lowest. The high unmet need for 31-45 year olds appeared largely due to high expenses and the lowest average amounts of aid due, in part, to low participation in institutional aid programs.

Thus, it appears that the level of unmet need among 18 to 22 year olds warrants additional assistance. In addition, much greater assistance is needed for undergraduate recipients in the 31 to 45 year old category who had very limited participation in institutional aid programs which may or may not be need-based. In an era when larger and larger numbers of beyond traditional age students are expected to attend postsecondary institutions, the very high levels of unmet need for these students in the year studied points to a compelling need.

The recipient and aid shares of Whites were much lower than their enrollment share whereas the reverse was true of Blacks. These differences were less pronounced in institutional and other grants/scholarships, institutional and other loans, and loan programs in general. These differences were found to be, at least in part, due to differences in need -- Whites had the lowest unmet need while Blacks had the third highest. The two highest levels of unmet need were for Asian/Pacific Islander and American Indian/Alaskan Natives.

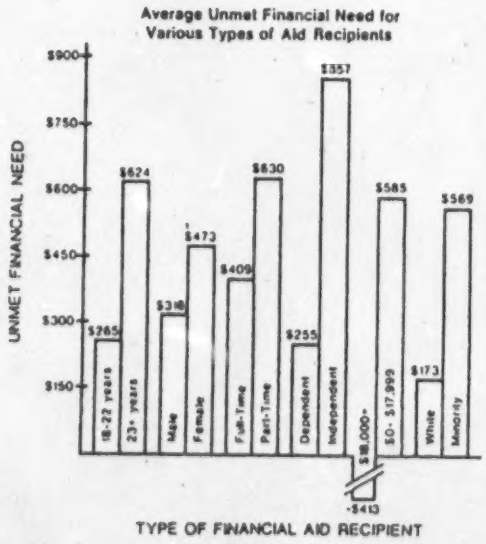
The high levels of unmet need for Asians appeared to be due to high expenses. For American Indians the high level appeared due to the low level of expected family contribution in relation to amounts received. For Blacks, the average amounts received were too low to adequately cover estimated costs given the low average expected family contribution.

Thus, unmet need existed for recipients in all racial categories. However, for Blacks in particular, average amounts received appeared to be lower than warranted, possibly due to low participation in loan programs and very limited participation in institutional aid programs (which may or may not be need-based).

As might have been expected, or hoped for, recipients from the three lower income levels accounted for eight-tenths of the recipients and aid. These recipients tended to concentrate more in loan and institutional work-study programs. In general, average expenses and expected family contributions increased with income level. Also, in general, average amounts received decreased at the higher income levels. However, there were notable exceptions with the result that recipients in the three lowest income levels had unmet need -- which increased as income level decreased -- while the higher income levels received more aid than needed to cover expenses

Thus, the array of aid programs available permitted higher income recipients to receive more aid than needed to cover expenses while insufficient aid was received by lower income recipients.

Figure 2



Independent recipients were found to receive a lower share of aid than dependent recipients. In addition, dependent recipients were found to be a larger share of recipients at the higher income levels and concentrate in grants/scholarship programs whereas independent recipients were found in larger proportions at the lower income levels and concentrated more in loan programs. Independent recipients had considerably higher average expenses and expected family contributions than dependent recipients had. However, average unmet need for independent students was much higher than that for dependent students. The expected contribution for independent recipients was almost as much higher as were their average school budgets. So, it appears that lower average amounts received is the largest factor in the high unmet need for independent students.

Thus, unmet need existed for both dependent and independent financial aid recipients. However, financially independent recipients were much less well served by the available aid programs or were making inadequate use of available programs. Given that financially independent recipients were found in higher proportions at the lower income levels, and might be expected to be in higher proportions among older recipients who are attending postsecondary institutions in larger and larger numbers, this imbalance is a cause for special concern.

Female recipients were found to have recipient and aid shares higher than their enrollment share. This result was found to be due to varying proportions of male and female students among the various racial categories rather than a result of a sex-based inequity. In addition, women had higher average expenses, lower average expected family contributions, lower average amounts of aid, and higher unmet need than men.

Thus, it appears that female financial aid recipients were being less adequately served by the available assistance programs than men, or were making less adequate use of the available programs than did males, who themselves had unmet financial need.

Full-time students accounted for a much higher proportion of recipients and aid than they did of undergraduate enrollment. Part-time students had higher average expenses, were expected to contribute more to their educational expenses, and received much less on the average, than full-time student recipients. As a result, unmet need was much greater for part-time student recipients.

Both full- and part-time student recipients had unmet need. However, part-time student recipients -- who are attending postsecondary institutions in greater and greater numbers -- were much less well served by the available aid programs or were making less adequate use of the available programs than were full-time recipients.

APPENDIX A

FINANCIAL AID STUDY SURVEY MATERIALS

GOVERNOR'S COMMITTEE ON POSTSECONDARY EDUCATION

Student Financial Aid Study
Information for 1979-80 Academic Year

Instructions

Please complete the enclosed form for a sample of financial aid recipients at your institution during the 1979-80 award period. Complete one copy of the form for each student in your sample.

SAMPLE

In order to assure that the Committee has a compatible statewide sample, we are asking for forms to be completed only on undergraduate students, both part-time and full-time, who meet all the following criteria: (1) received financial aid during the 1979-80 award period, (2) have completed a Financial Aid Form or Basic Grant Application Form, and (3) are Georgia residents.*

In view of the heavy workload of financial aid officers, the Committee is requesting this information only on a sample of your aid recipients in this category. In order for this sampling approach to be effective, it is important that the sample be randomly drawn. For this reason, we are requesting that your institution provide information beginning with the ___file in your alphabetical listing of these aid recipients, and then from every subsequent 10th file.

CONFIDENTIALITY:

All data provided will be treated in a confidential manner. No information will be reported by individual or institution. The social security number, as a unique identifier, is being requested so that the Committee can contact the institution if questions arise about individual forms. In addition, this identifier will enable the Committee to merge this data with CSS or College Board data should it be useful to do so.

DEFINITIONS:

Race: Please use the federally developed definitions of racial/ethnic categories.

Status - Dependent/Independent: Use the definition in Section B of the CSS Financial Aid Form (FAF).

Income Level: Use the total of taxable and nontaxable income as reported on the FAFNAR.

*For purposes of this survey, Georgia residents may be defined as students: (1) who pay in-state tuition at a public institution; (2) who have qualified for classification as a Georgia resident as defined by the GSFC; or (3) whose permanent residence has been in Georgia for the previous 12 months.

Aid Received: Most blocks should be self explanatory; however, use the following guidelines for consistency's sake.

A. Separate out the grant and loan portions of LEEP awards and report them separately under those two categories.

B. For all loan programs, report approved loan amount.

C. Include State Direct Student Loans under GSL/FISL.

D. Report work specifically arranged as a part of the financial aid package only.

Unmet Need Calculation:

A. Use the school budgets established for the CSS, not the BEOG.

B. Negative parents' contribution should not be used in the estimation of financial need. (All negative contributions should be reduced to zero.)

QUESTIONS:

Should you have any questions about completing these forms or about this study, please call Dr. Fred Kiehle at (404)656-2526.

RETURN:

Please mail the completed forms by November 15 to:

Governor's Committee on Postsecondary Education
66 Luckie Street, Suite 808
Atlanta, Georgia 30303

GOVERNOR'S COMMITTEE ON POSTSECONDARY EDUCATION

Student Financial Aid Study Information for 1979-80 Award Year

Social Security Number ("99...99" if unknown) — 1 … 9, 10 = 1

Sex — 11: M=1, F=2, Unkn=3

Year of Birth — 19 [12]: Unkn=80

Race — 14:
1=Black, non-Hispanic
2=American Indian or Alaskan Native
3=Asian or Pacific Islander
4=Hispanic
5=White, non-Hispanic
6=Unknown

Income Level — 15:
1=Not available
2=0 - 5,999
3=6,000 - 11,999
4=12,000 - 17,999
5=18,000 - 23,999
6=24,000 - 29,999
7=30,000 - 35,999
8=36,000 and over

Status — 16: 1=dependent, 2=independent, 3=unknown; 17: 1=Full-time, 2=Part-time, 3=unknown

Aid Received and Amount (whole dollars)

Grants and Scholarships:

BEOG [18] SEOG [22] GIS [26] GTEG [30] Institutional [34] Other [38]

Loans:

NDSL [42] GSL/FISL [46] Federal Nursing [50] Health Profession [54] Institutional [58] Other [62]

Work:

CWSP [66] Institutional [70]

UNMET NEED CALCULATION:

Social Security Number (Same as above) — 1 … 9, 10 = 2

School Budget [11] (minus) Expected Total Family Contrib. [15] (minus) Total Aid Received [19] (equals) UNMET NEED [23]

Institutional ID [27] 31

County Code [30]

Type Code [33]

For 5 digit school budgets if needed [35]

For 5 digit family contrib. if needed [40]

[45]

32

APPENDIX B

PRELIMINARY ANALYSIS SAMPLE TABLES

Table B.1

Percentage of Georgia 1979-80 Financial Aid Recipients and Percentage of Headcount Enrollment, by Sector

Sector	Percent of 1979-80 Financial Aid Recipients	Percent of 1979-80 Undergraduate Headcount Enrollment
Public Colleges or Universities	60.8%	44.9%
Junior Colleges	27.0%	26.9%
Senior Colleges	50.7	36.4
Doctoral Granting	22.3	36.7
Public Area Vocational-Technical Schools	11.2	37.4
Private Colleges or Universities	21.7	11.6
Junior Colleges	24.4	17.2
Senior Colleges	61.7	59.7
Doctoral Granting	13.9	23.2
Private Certificate or Diploma Institutions	.5	.4[a]
Proprietary Degree-Granting Institutions	3.1	1.6[b]
Proprietary Certificate or Diploma Institutions	2.7	4.1[b]

Note: Percentages rounded to the nearest percent.

[a] Estimated enrollment proportion.

[b] These proportions are based on partial enrollments. See the Assessment Report on Objective 2b.

Table B.2

Average Amount Per Recipient, Percent of Recipients, Percent of Aid, and Total Aid in Georgia 1979-80, by Type of Aid: Sectoral Comparisons

Type of Aid		Sector	Average Amount Per Recipient	Percent of Recipient	Percent of All Aid	Total Amount	No, of Recipients
All Types Combined		Pub Cols/Univ	$1,558	61%	53%	$4,410,139	2,830
		Pub V-T Schls	832	11	5	435,095	523
		Priv Col/Univ	2,829	22	35	2,854,505	1,009
		Priv Cert/Dipl	1,716	-	-	36,026	21
		Propriet'y Col	2,066	3	4	301,562	146
		Prop Cert/Dipl	2,134	3	3	270,978	127
Grants and Scholarships	BEOG	Pub Cols/Univs	895	61	59	2,361,323	2,639
		Pub V-T Schls	509	12	7	261,538	514
		Priv Cols/Univ	1,225	20	27	1,074,098	877
		Priv Cert/Dipl	1,093	-	-	16,394	15
		Propriet'y Col	1,136	3	4	147,673	130
		Prop Cert/Dipl	1,154	3	3	138,467	120
	SEOG	Pub Cols/Univ	443	56	50	185,187	418
		Pub V-T Schls	8,000[a]	-	2	8,000	1
		Priv Col/Univ	598	25	30	113,705	190
		Priv Cert/Dipl	0	0	0	0	0
		Propriet'y Col	455	8	7	25,916	57
		Prop Cert/Dipl	473	12	11	41,198	87
	GIS	Pub Cols/Univ	289	58	68	260,573	901
		Pub V-T Schls	258	1	1	2,325	9
		Priv Col/Univ	298	31	31	120,932	407
		Priv Cert/Dipl	425	-	-	1,275	3
		Propriet'y Col	0	0	0	0	0
		Prop Cert/Dipl	0	0	0	0	0
	GTEG	Pub Cols/Univ	0	0	0	0	0
		Pub V-T Schls	0	0	0	0	0
		Priv Col/Univ	573	100	100	529,474	924
		Priv Cert/Dipl	0	0	0	0	0
		Propriet'y Col	0	0	0	0	0
		Prop Cert/Dipl	0	0	0	0	0
	Institu-tional	Pub Cols/Univ	526	35	25	89,983	171
		Pub V-T Schls	101	-	-	101	1
		Priv Col/Univ	845	65	75	267,817	317
		Priv Cert/Dipl	750	-	-	750	1
		Propriet'y Col	0	0	0	0	0
		Prop Cert/Dipl	500	-	-	500	1
	Other	Pub Cols/Univ	600	57	38	119,340	199
		Pub V-T Schls	2,770[a]	10	32	99,719	36
		Priv Col/Univ	753	33	27	85,898	114
		Priv Cert/Dipl	661	1	1	3,307	5
		Propriet'y Col	0	0	0	0	0
		Prop Cert/Dipl	4,375	-	1	4,375	1

(Table B.2 continued)

Type of Aid		Sector	Average Amount Per Recipient	Percent of Recipient	Percent of All Aid	Total Amount	No. of Recipients
Loans	NDSL	Pub Cols/Univs	635	59	53	357,494	563
		Pub V-T Schls	0	0	0	0	0
		Priv Cols/Univs	741	26	27	185,151	250
		Priv Cert/Dipl	1,100	-	-	1,100	1
		Propriet'y Cols	1,052	6	9	63,095	60
		Prop Cert/Dipl	930	8	11	71,576	77
	GSL/ FISL	Pub Cols/Univs	1,424	60	56	264,836	186
		Pub V-T Schls	1,287	3	3	12,874	10
		Priv Cols/Univ	1,657	25	27	125,921	76
		Priv Cert/Dipl	1,038	2	1	6,225	6
		Propriet'y Cols	2,169	8	11	54,218	25
		Prop Cert/Dipl	1,688	2	2	8,441	5
	Federal Nursing	Pub Cols/Univs	782	88	86	28,141	36
		Pub V-T Schls	0	0	0	0	0
		Priv Cols/Univs	678	7	6	2,033	3
		Priv Cert/Dipl	1,350	5	8	2,700	2
		Propriet'y Cols	0	0	0	0	0
		Prop Cert/Dipl	0	0	0	0	0
	Health Profession	Pub Cols/Univs	1,014	39	31	7,100	7
		Pub V-T Schls	983[a]	17	13	2,950	3
		Priv Cols/Univs	1,650	44	57	13,200	8
		Priv Cert/Dipl	0	0	0	0	0
		Propriet'y Cols	0	0	0	0	0
		Prop Cert/Dipl	0	0	0	0	0
	Institu-tional	Pub Cols/Univs	798	5	6	798	1
		Pub V-T Schls	113	10	2	225	2
		Priv Cols/Univs	665	81	84	11,307	17
		Priv Cert/Dipl	1,200	5	9	1,200	1
		Propriet'y Cols	0	0	0	0	0
		Prop Cert/Dipl	0	0	0	0	0
	Other	Pub Cols/Univs	1,128	63	73	22,551	20
		Pub V-T Schls	246	3	1	246	1
		Priv Cols/Univs	682	19	13	4,091	6
		Priv Cert/Dipl	769	13	10	3,075	4
		Propriet'y Cols	0	0	0	0	0
		Prop Cert/Dipl	1,100	3	1	1,100	1
Work-Study	Federal College Work/ Study	Pub Cols/Univs	795	65	65	672,594	846
		Pub V-T Schls	761	4	4	41,864	55
		Priv Cols/Univs	783	30	29	303,095	387
		Priv Cert/Dipl	0	0	0	0	0
		Propriet'y Cols	2,132	-	1	10,660	5
		Prop Cert/Dipl	760	1	1	5,321	7
	Institu-tional	Pub Cols/Univs	600	57	64	40,219	67
		Pub V-T Schls	437	10	8	5,253	12
		Priv Cols/Univs	468	32	28	17,786	38
		Priv Cert/Dipl	0	0	0	0	0
		Propriet'y Cols	0	0	0	0	0
		Prop Cert/Dipl	0	0	0	0	0

Note: Figures are rounded to the nearest percent or dollar.

"-" means less than one percent.

[a]Probably faulty data